

# THE INTER-AGENCY TASK FORCE ON VIOLENCE AGAINST WOMEN

Initiating the Multi-Stakeholder Joint Programme on Violence Against Women:

## A REVIEW OF THE PROCESSES AND SOME KEY INTERIM LESSONS LEARNED





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INITIATING THE MULTI-STAKEHOLDER JOINT PROGRAMME  
ON VIOLENCE AGAINST WOMEN:

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The background features a light green, hand-drawn style illustration of a globe. Several speech bubbles are scattered across the globe, each containing horizontal lines representing text. A person is depicted sitting on the globe, and there are various curved lines and arrows around it, suggesting movement or interaction.

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## Acknowledgements

This compendium has been written by Upala Devi (UNFPA Gender-based Violence Adviser and Coordinator of the Inter-Agency Task Force on Violence against Women) with guidance from Aminata Toure (Chief of the Gender, Culture and Human Rights Branch, UNFPA New York, and co-chair of the Task Force). Special thanks are extended to the UNFPA Country Office colleagues in Burkina Faso, Chile, Fiji, Jamaica, Jordan, Kyrgyzstan, Paraguay, Philippines, Rwanda and Yemen for providing valuable inputs on the draft of the compendium. Also appreciated are inputs from Inter-Agency Task Force on Violence against Women colleagues: Maria Jose Alcala (UN Women), Mita Gupta (UNICEF) and Claudia Garcia-Moreno (WHO) for their contributions. A special thanks to Christine Brautigam and Janet Amer from UN Women, both of whom have respectively assumed co-chair responsibilities of the Task Force and whose contributions are duly acknowledged. Finally, sincere acknowledgements are due to all the government and civil society partners in the pilot countries where this multi-stakeholder joint programme has been implemented—without their valuable partnership, this initiative would not have demonstrated the results it has to date.

## Abbreviations

Asia-ACTs:	Asia Against Child Trafficking
CCA:	Common Country Assessment
CEDAW:	Committee on the Elimination of Discrimination Against Women
CSO:	Civil Society Organization
DAW:	Division for the Advancement of Women
DSWD:	Department of Social Welfare and Development
GA:	General Assembly
GTGs:	Gender Theme Groups
GTZ:	Deutsche Gesellschaft für Internationale Zusammenarbeit
IACAT:	Inter-Agency Council Against Trafficking
IANWGE:	Inter-Agency Network on Women and Gender Equality
ILO:	International Labour Organization
IOM:	International Organization for Migration
MDGs:	Millennium Development Goals
M & E:	Monitoring and Evaluation
MOVE:	Men Opposed to Violence Against Women Everywhere
NAP:	National Action Plan
NCFA:	National Council for Family Affairs
NGO:	Non-governmental Organization or
NRRD:	National Recovery and Reintegration Database
OCHA:	Office for Coordination of Humanitarian Affairs
OHCHR:	Office of the High Commissioner for Human Rights
OSAGI:	Office of the Special Advisor on Gender Issues and Advancement of Women
PCW:	Philippines Commission on Women
RCNYO:	Regional Commissions New York Office
SERNAM:	National Service of Women
UN Action:	UN Action Against Sexual Violence in Conflict
UNCT:	United Nations Country Team
UNDAF:	United Nations Development Assistance Framework
UNDP:	United Nations Development Programme
UNDG:	United Nations Development Group
UNFPA:	United Nations Population Fund
UNICEF:	United Nations Children's Fund

UNIFEM:	United Nations Development Fund for Women
UN INSTRAW:	United Nations International Research and Training Institute for the Advancement of Women
UNODC:	United Nations Office for Drug Control
UNRC:	United Nations Resident Coordinator
UN SG:	United Nations Secretary-General
UNSCR:	United Nations Security Council Resolution
WHO:	World Health Organization



## Executive Summary

The General Assembly (GA), in October 2006, adopted a comprehensive resolution (A/RES/61/143) which called upon Member States and the United Nations system to intensify their efforts to eliminate violence against women. As a follow-up to the Resolution, the Inter-Agency Network on Women and Gender Equality (IANWGE) established the Inter-Agency Task Force on Violence against Women<sup>1</sup> to take a leadership role in follow-up to the resolution, with the overall goal of enhancing support to national level efforts to eliminate all forms of violence against women by the entities of the United Nations system, within their respective mandates. A major facet of the work plan of the Task Force includes the piloting of a multi-stakeholder joint programming initiative to address violence against women in 10 select pilot countries—**Burkina Faso, Chile, Fiji, Jamaica, Jordan, Kyrgyzstan, Paraguay, Philippines, Rwanda and Yemen**—involving all relevant stakeholders at the national level, including Government actors, the United Nations Country Team (UNCT) and civil society stakeholders.

The Terms of Reference of the Task Force also mandate that a manual be prepared to document the key processes involved in initiating multi-stakeholder joint programming and to cull resultant lessons learned in the 10 pilot countries. Towards this end, a questionnaire was sent out to the 10 pilot countries in May 2010 to systematically analyze what the key processes involved are and the resultant (interim) lessons gleaned from initiating the multi-stakeholder joint programming effort at the pilot country level. *The findings of the questionnaires have been used—along with interviews with the main stakeholders in the pilot countries—to capture and draft the key processes and interim lessons contained in this compendium.* The draft compendium was presented at the UNFPA-supported global consultation on *Delivering as One on Violence against Women: From Intent to Action*, which was held on 3-4 November 2010 in New York City. Based on feedback received, this final compendium has been compiled for dissemination and use for the purposes of providing guidance for in-country stakeholders (UNCTs, government and civil society) that are commencing similar multi-stakeholder joint programmes. Such processes and lessons can also highlight the “value-added” of “delivering as one”, which assumes immense significance under the new aid effectiveness and harmonization agenda.

Some of the key interim lessons gleaned from initiating the multi-stakeholder joint programme include:

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<sup>1</sup> To access the website of the Task Force, visit: [http://www.un.org/womenwatch/ianwge/taskforces/tf\\_vaw.htm](http://www.un.org/womenwatch/ianwge/taskforces/tf_vaw.htm)

**Building Consensus:** Initiating multi-stakeholder joint programmes on violence against women can entail high-level interactions, complex negotiations and consensus-building to agree on multiple stakeholder joint programming and the joint programming agenda.<sup>2</sup> It may also entail higher transaction costs, especially when multi-stakeholder joint programmes are initiated on issues that are “deemed sensitive” in a particular country context. Therefore, building and nurturing trust among United Nations agencies and with the government and civil society organizations (CSOs) is essential and such processes take time. Facilitating participation and “buy-in” is likewise critical in order to prevent the multi-stakeholder joint programme from simply reflecting the view of a dominant constituency and to ensure internationally accepted normative standards/norms relating to violence against women are voiced and acted upon.

**Facilitating Coordination:** Slow and time-consuming processes that are involved in initiating a multi-stakeholder joint programme may hinder implementation on many fronts. Coupled with limited staffing capacities, implementation can often pose a challenge. Building rewards in the system may be explored for developing effective coordinating frameworks, as weak coordination /communication structures hinder effective service delivery and reporting mechanisms and can lead to duplication of efforts.

**Developing Capacities:** It is important to recognize that one size does not fit all; for instance, responses to addressing issues of violence in middle-income countries may differ from responses in the least developed countries. It is also necessary to balance the need to “get the job done” versus the need to invest in systems that, in the longer term, lend resilience and sustainability to a system. Therefore, it is important to make policy and investment choices that reflect more than the immediate imperative and focus on the longer term ability to carry the same mandate.

**Investing in Monitoring and Evaluation:** Monitoring and Evaluation (M&E) serves its intended purpose best when it is used as a learning intervention as opposed to a compliance intervention. Self-assessments and participatory monitoring generate useful insights and identify entry points that can be leveraged for significant impact. All pilot countries have thus invested in M&E systems to ensure that gaps can be addressed and that data generated can be used for ensuring sustainability and replication on scale.

**Ensuring Sustainability:** Stakeholders in the pilot countries have voiced concerns about lack of human, financial and technical resources to initiate, implement and sustain the multi-stakeholder joint programme. Meager resources for which participating agencies compete (or which at times are unavailable to program) can prove a serious challenge. In such resource-scarce settings, it is important to build synergies and pool resources to ensure their optimal use.

*It is important to underscore that evaluations of the pilot countries implementing the multi-stakeholder joint programme are to be undertaken to measure progress and address gaps and emerging challenges.* However, this preliminary appraisal of the initiation processes of multi-stakeholder joint programming on violence against women provides a pragmatic overview of using joint programming as an approach to maximize results and sustainability of efforts.

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<sup>2</sup> See *Delivering as one: strengthening the country-level response to gender-based violence*, joint paper delivered at the Joint Meeting of the Executive Boards of UNDP/UNFPA, UNICEF and WFP, 15 and 18 January 2010.

## The Inter-Agency Task Force on Violence Against Women: Background to the Initiative

The United Nations Secretary General's in-depth study *Ending violence against women: From words to action*, launched at the GA in October 2006, provided a comprehensive examination of the universality, scope and extent of the issue and the related challenges and gaps in public responses. Following the launch of the study, the GA adopted a comprehensive resolution (A/RES/61/143) which called upon Member States and the United Nations system to intensify their efforts to eliminate violence against women. The study and resolution have contributed to increased momentum among entities of the United Nations system to initiate new activities to address violence against women and to strengthen coordination and collaboration. In February 2007, the IANWGE, in its fifth session, established the Inter-Agency Task Force on Violence against Women<sup>3</sup> to take a leadership role in follow-up to the resolution.

The overall goal of the Task Force is to enhance support to national-level efforts to eliminate all forms of violence against women by the entities of the United Nations system, within their respective mandates. This overall goal is to be attained by pursuing the following objectives:

- Enhanced, coordinated and systematic support to States—at the national level—in their efforts to eliminate violence against women, through supporting comprehensive national approaches—for example support for preparation/implementation of National Action Plans (NAPs);
- Systematic and timely information exchange among entities of the United Nations system regarding existing and planned strategies, programmes and activities on violence against women at global, regional and national levels, including through the preparation and regular updating of an Inventory of United Nations system activities on violence against women;
- Enhanced understanding of resources available from the United Nations system—at the national level—to support work by Governments and non-governmental organizations (NGOs) to prevent and respond to violence against women; and
- Demonstrated leadership by senior officials of entities of the United Nations system to address violence against women.

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<sup>3</sup> Ibid.

Along with the United Nations Population Fund (UNFPA) and the Division for the Advancement of Women (DAW, now part of UN Women)<sup>4</sup> as co-chairs, the Inter-Agency Task Force comprises the following members: United Nations Development Fund for Women (UNIFEM – now part of UN Women), United Nations Children’s Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Office for Drug Control (UNODC), Office for Coordination of Humanitarian Affairs (OCHA), Office of the High Commissioner for Human Rights (OHCHR), Office of the Special Advisor on Gender Issues and Advancement of Women (OSAGI – now part of UN Women), Regional Commissions New York Office (represented by RCNYO), UN Habitat, International Labour Organization (ILO), World Health Organization (WHO), UN Action Against Sexual Violence in Conflict, World Bank, and International Organization for Migration (IOM).

The 10 pilot countries under the multi-stakeholder joint programming initiative to address violence against women include **Burkina Faso, Chile, Fiji, Jamaica, Jordan, Kyrgyzstan, Paraguay, Philippines, Rwanda and Yemen.**

A major facet of the work plan of the Task Force includes the piloting of a multi-stakeholder joint programming initiative to address violence against women in 10 pilot countries involving all relevant stakeholders at the national level, including Government actors, the UNCT and civil society stakeholders. The multi-stakeholder joint programming initiative takes on particular significance in the “One United Nations” and new aid effectiveness environment. There is also opportunity to strengthen activities towards reaching the five key outcomes (as applicable) of the UN SG’s Campaign “*UNiTE to end violence against women*”<sup>5</sup>. Since 2007, the initiation of piloting the joint programme has been undertaken in the 10 pilot countries.

***The selection of the ten pilot countries was based on a number of criteria, in particular:***

- Evidence of/or intent of United Nations joint programming on gender equality, including support from United Nations entities for programmes on violence against women;
- Evidence of existing substantial efforts at the national level to address and eliminate violence against women – including the presence of laws on violence against women, a plan of action to end violence against women, a commitment to implement such laws and plans of action, and commitments of resources toward these goals;
- Existence of some baseline data on violence against women; and,
- Geographical balance among the countries selected.

Another aspect considered was whether the country had recently presented a report to the Committee on the Elimination of Discrimination Against Women (CEDAW), as the Committee commonly provides specific guidance to States parties on steps to be

4 In July 2010, the United Nations GA voted unanimously to create a new entity to accelerate progress in meeting the needs of women and girls globally. Four existing United Nations entities have been merged to form UN Women. Thus, DAW – along with UNIFEM, OSAGI and United Nations International Research and Training Institute for the Advancement of Women (UN INSTRAW) – now constitute UN Women.

5 To view the five outcomes of the UNSG’s Campaign “*UNiTE to end violence against women*”, visit: <http://www.un.org/en/women/endviolence/>

taken to enhance compliance with the CEDAW in regard to preventing and addressing violence against women.

Countries in, or emerging from, conflict and Millennium Development Goals (MDG) Achievement Fund grantees were not considered for inclusion among the pilot countries, as UN Action Against Sexual Violence in Conflict is implementing joint programming in the former and the latter are receiving funds for joint programming on the issue from the MDG Fund.

## Objectives of this Exercise

As per the Terms of Reference of the Task Force that mandate that a manual be prepared to analyse the key processes involved in initiating multi-stakeholder joint programming and to cull lessons learned from the process, a questionnaire was sent out to the 10 pilot countries in May 2010 (*copy of the questionnaire is attached as Annexure 1, Section VII*) to systematically analyze what are the key processes involved and the resultant lessons gleaned from initiating the multi-stakeholder joint programming effort at the pilot country level. The findings of the questionnaires have been used – along with interviews with the main stakeholders in the pilot countries – to develop this compendium. The draft compendium was presented at the UNFPA-supported global consultation on “*Delivering as One on Violence against Women: From Intent to Action*” that was held on 3-4 November 2010 in New York City. Based on feedback received, the final compendium has been compiled for dissemination and use for the purposes of providing guidance for in-country stakeholders (UNCTs, government and civil society) that are commencing similar multi-stakeholder joint programmes. Such processes and lessons can also highlight the value-added of “*delivering as one*” and which assumes immense significance under the new aid effectiveness and harmonization agenda.

***Since implementation of multi-stakeholder joint programming activities only commenced mid-2008, note that it will be premature to review lessons learned from implementation and resultant outcomes under the programme in the pilot countries. Hence, lessons learned from implementation of activities under the multi-stakeholder joint programme do not fall under the purview of this exercise. Such analysis of lessons learned will be the purview of a latter exercise.***

### Structure of the document

The document is structured into the following sections: *Section I* touches upon the process of establishment of the multi-stakeholder joint programme and the various components involved in setting up a programme of this scope and nature. *Section II* deals with the process involved in establishment of multi-stakeholder joint programming teams, including stakeholder roles and responsibilities. Delineation of such roles and responsibilities are integral in setting up a multi-stakeholder joint programme. *Section III* identifies the key role that resources – human, technical and financial – play to set up a multi-stakeholder joint programme, while *Section IV* explores issues of capacity development and its fundamental role in setting up, implementing and sustaining a programme at this level. *Section V* explores how investments in M&E can identify gaps, address challenges and draw valuable lessons for ensuring sustainability and for undertaking replication on scale. *Section VI* delves into key interim lessons learned from initiating programmes of this scope and nature and proposes the way forward. The annexures include two questionnaires: the first questionnaire was used by the pilot countries to document and capture information that has been used for preparing this compendium; the second questionnaire was applied by the pilot countries to collect baseline information that was used to initiate the multi-stakeholder joint programme at the country level.

# Establishment of the Multi-stakeholder Joint Programming Initiative



The ultimate goal of initiating the multi-stakeholder joint programming initiative in the 10 pilot countries is to address issues of violence against women from a comprehensive and multi-sectoral/multi-stakeholder perspective, via support to sustainable national efforts. Supplementary to this goal is to align such an exercise with the larger national and United Nations planning frameworks: the Common Country Assessment (CCA) and resultant United Nations Development Assistance Framework (UNDAF) processes. It is envisaged that multi-stakeholder joint programming will result in harmonization of initiatives and budgets and maximization of each stakeholder's comparative advantage<sup>6</sup>, based on corresponding strengths and competencies at the pilot country level.

## I.1 COMPONENTS OF THE MULTI-STAKEHOLDER JOINT PROGRAMMING INITIATIVE: THE SIX STEPS

In all the 10 pilot countries, the multi-stakeholder joint programming initiative consists of the following six components:



### *A brief summary of the six components follows:*

**Step 1 - Conduct Country Baseline Assessment:** In each pilot country, a baseline assessment is conducted to assess: the existing initiatives addressing violence against women, including: areas of law, service provision, prevention, and data collection; the stakeholders involved and their respective capacities and strengths; the existing data

<sup>6</sup> Joint programming is the collective effort through which United Nations organizations and national partners work together to prepare, implement, monitor and evaluate activities to achieve the Millennium Development Goals and other international commitments arising from United Nations conferences, summits, conventions and human rights instruments. Through joint programming, partners identify common results and the modalities to support programme implementation. A joint programme is a set of activities contained in a common work plan and related budget, involving two or more United Nations organizations and (sub) national partners. The work plan and budget will form part of a joint programme document, which will also define the roles and responsibilities of partners in coordinating and managing the joint activities. The joint programme document is signed by all participating organizations and (sub) national partners. *United Nations Development Group (UNDG) guidance note on joint programming*, 19 December 2003.

on violence against women (including an appreciation of the systemic and/or socio-cultural, economic and political factors impacting on the prevalence of various forms of violence); the challenges to address this issue in a concerted manner; and the identified priorities for action. All pilot countries currently have such a baseline assessment in place. *A copy of the questionnaire used to conduct the baseline assessments is attached as Annexure 2, Section VIII).*

**Step 2 - Host National Multi-stakeholder Workshop on Initiating Joint Programming:**

Based on the baseline assessment findings, an in-country multi-stakeholder workshop is held in each pilot country. These workshops have been instrumental in developing a multi-sectoral joint programming framework – beginning with the formation of national multi-stakeholder joint programming teams/ committees – that brings together United Nations system actions in support of national efforts to address violence against women, including in support of the implementation of NAPs on violence against women where such plans exist, or to help develop such plans where these plans do not yet exist.

**Step 3 - Form National Multi-stakeholder Joint Team/Committee:**

National multi-stakeholder joint teams/ committees – consisting of stakeholders from Government, the United Nations and CSOs – are formed to move the process forward. Spear-headed by United Nations agencies, these committees/teams are responsible for developing the consolidated multi-stakeholder joint programming proposal at the pilot country levels and for provisioning of technical, operational and implementation support to the multi-stakeholder joint programme throughout its life-span.

**Step 4 - Develop and Submit Multi-stakeholders Joint Programming Proposal for Implementation Support:**

Following the conduct of the national multi-stakeholder workshop, a major task of the national multi-stakeholder joint programming team/committee consists of developing the consolidated multi-stakeholder joint programming proposal that delineates each participating agency's roles and responsibilities to develop programs addressing violence against women (based on individual agency mandate).<sup>7</sup> Once these proposals are prepared, fund-raising to support the programme is undertaken in each pilot country, including by the Inter-agency Task Force Coordinator on Violence against Women.

**Step 5 - Implement Multi-stakeholder Joint Programming Activities:**

Based on availability of resources, implementation of activities (as identified under the consolidated multi-stakeholder joint programming proposal) proceeds in the pilot country.

**Step 6 - Undertake Monitoring and Evaluation of Multi-stakeholder Joint Programming Activities:**

Periodic monitoring as well as mid and end-term evaluation of multi-stakeholder joint programme activities will be undertaken in each pilot country by implementing partners. While periodic monitoring will enable the pilot countries to identify and address ongoing implementation problems, mid and end-term evaluations will be undertaken with the objective of providing a detailed analysis of achievements and lessons learned, including challenges faced in meeting outputs.

<sup>7</sup> In some countries, the multi-stakeholder joint national team/committee has initialized the development of joint programming proposals as described in the UNDG Guidance note. In others, the multi-stakeholder joint national committee/team has initiated inter-agency collaborative efforts but has not developed a joint programming proposal along the lines delineated in the UNDG Guidance paper. See page 3, note on *Definitions of Processes and Products for Enhancing UNDG Programme Collaboration*, UNDG, March 1999. Available online at: [http://www.undg.org/archive\\_docs/3106-Joint\\_Programming.pdf](http://www.undg.org/archive_docs/3106-Joint_Programming.pdf)



## Establishment of Multi-stakeholder Joint Programming Teams/Committees

# 2

Seed funding for initiating the multi-stakeholder joint programme in each of the pilot countries – including the conduct of the baseline assessments and the holding of the in-country national-level workshops – has been provided by UNFPA. UNFPA also provides funding support for the Coordinator of the Inter-agency Task Force on Violence against Women.

Pilot countries have made considerable progress towards establishing the multi-stakeholder joint programming teams/committees on violence against women – consisting of various United Nations agencies, key government stakeholders (for instance, Ministry of Gender or Ministry of Health) and CSO stakeholders (for instance, national women's NGOs and academic and research institutions). In each of the pilot countries, support from the Gender Theme Groups (GTGs) or other theme groups related to UNDAF outcomes under the UNCTs has been vital in establishing these multi-stakeholder joint programming teams, and the United Nations Resident Coordinators (UNRCs) have expressed their support for the initiative in these countries.

As outlined in the previous section, the multi-stakeholder joint programming teams/committees were formed towards the culmination of a process that began, in each pilot country, with the conduct of a baseline assessment.

The findings of these assessments were critical in confirming that issues of violence facing women and girls – be it child marriages, trafficking, bride kidnapping, sexual or domestic violence and economic violence – are endemic in various country contexts and merit a comprehensive response at the country levels. These findings were presented at national-level workshops in each pilot country. Held during 2008 and 2009, these workshops in all 10 pilot countries were attended by key representatives from government, United Nations agencies, and CSOs, and helped gauge the stakeholder landscape while assessing the gaps in the response at the national level to comprehensively address the issue. The workshops identified strategic entry points as well as linkages with already existing efforts/interventions on violence against women, and determined the roles and opportunities of respective United Nations entities in accordance with comparative advantages, mandates and existing country programmes of assistance. Such focused assessments provided the framework to subsequently plan for multi-stakeholder joint programming at the national level, including in support of the implementation of NAPs on violence against women, where such plans exist, and to help develop such plans where they do not exist.

In each pilot country, a multi-stakeholder core team/committee consisting of representatives from the participating government, United Nations and CSOs was formed at the conclusion of these workshops. This core group – to be led by a designated lead United Nations agency at the country level – would be responsible to subsequently meet and work on giving a formal shape to the consolidated multi-stakeholder joint programming proposal in each pilot country. Once these proposals were prepared, and the roles and responsibilities of each participating agency were delineated (based on individual agency mandate and comparative strengths), fund-raising for supporting the programme was undertaken in each pilot country.

## II.1 COMPOSITION AND ROLE OF MULTI-STAKEHOLDER TEAMS/ COMMITTEES

The composition of multi-stakeholder teams/committees in the pilot countries varies based on the agencies that participate in the multi-stakeholder joint programme. A basic composition of participating agencies consists of the following:

- At least one United Nations agency;
- At least one government agency (normally, this is the Ministry of Gender, the Ministry of Social Affairs or the Ministry of Health); and
- At least one CSO.

However, in quite a few pilot countries, the teams/committees consist of two or more United Nations agencies, government and civil society partners (*see adjoining box for one instance*).

### Composition of the Multi-stakeholder Team/Committee in Kyrgyzstan

In **Kyrgyzstan**, the multi-stakeholder team/committee consists of UNFPA; UNICEF; UNDP; UNIFEM; UNHCR; OHCHR; WHO; Ministry of Migration, Labor and Employment; State Agency on Social Welfare; National Statistics Committee; Ministry of Internal Affairs; Supreme Court of the Kyrgyz Republic; National Agency on Local Governance; Judiciary Department of the Kyrgyz Republic; Ministry of Health; City hall (Mayor) Institute of Ombudsman; Association of Crisis Centers; and various women's NGOs.

The multi-stakeholder teams/committees consist of technical staff from the participating agencies. In quite a few pilot countries, efforts have been made to enlist cooperation from senior government representatives at the highest levels (*see box below*). This ensures “buy-in” and some promise of sustainability of efforts in the longer run, once the pilot phase of joint programming concludes.

In **Jordan**, under the multi-stakeholder joint programme, one of the main national stakeholders is the National Council for Family Affairs (NCFA). The Council coordinates an overall framework for family protection in the country and is headed by Her Majesty Queen Rania Al-Abdulla. This enables the Council to garner considerable support for its programmes from both national and international partners.

A lead coordinating and implementing agency is designated by the multi-stakeholder team/committee to implement the multi-stakeholder joint programme. In some pilot countries (for instance, the Philippines and Rwanda), the lead coordinating agency also can assume an implementing agency role; in others, the role is assumed by two separate entities (*more details on division of roles and responsibilities of multi-stakeholders are included in the following section*).

In some pilot countries, the multi-stakeholder teams/committees are sub-divided into smaller units or working groups. For instance, in the Philippines, based on the four key outputs designed under the multi-stakeholder joint programming proposal, there are sub-teams (with a lead agency and implementing partners) under each key output that concentrate on delivering outcomes of the multi-stakeholder joint programme (*see table 1 below*).

**TABLE 1: THE PHILIPPINES MULTI-STAKEHOLDER JOINT PROGRAMMING PROPOSAL**

Output	United Nations	
	Agencies	Implementing Partners
Output 1	Enhanced and harmonized data collection and reporting mechanism on violence against women	UNFPA (lead) UNICEF (co-lead)  Philippine Commission on Women (PCW)  Department of Social Welfare and Development (DSWD)  Inter-Agency Council Against Trafficking (IACAT)  Asia Against Child Trafficking (Asia-ACTs)
Output 2	Increased capacity among the pillars of justice on the enforcement of violence against women related laws using a gender perspective	UNDP  Supreme Court of the Philippines
Output 3	Strengthened legal framework to protect women and girls from various forms of violence against women, with a focus on strengthening the law on sexual harassment	ILO
Output 4	Men and boys mobilized in preventing violence against women	UNFPA  PCW with Men Opposed to Violence Against Women Everywhere (MOVE)

Aside from developing the consolidated multi-stakeholder joint programming proposal at the pilot country levels, the crucial role that the multi-stakeholder core teams/committees assume is responsibility for over-all guidance and oversight of the multi-stakeholder joint programme, including provisioning of technical and operational support to the multi-stakeholder joint programme implementation. The multi-stakeholder teams/committees also can assume fund-raising responsibilities. These teams/committees make decisions by consensus. This includes (and is not limited to) decisions on programme documents (including revisions), on annual work plans and budgets, and can cover some of the following areas:

- Reviewing and adopting terms of reference and rules of procedures of the multi-stakeholder teams/committees and/or modifying them as necessary;
- Developing and approving the in-country multi-stakeholder joint programming proposal before commencement of implementation of joint programming activities;
- Approving the strategic directions for the implementation of the multi-stakeholder joint programme within the operational framework;
- Approving the documented arrangements for management and coordination;
- Approving the annual work plans and budgets as well as making the necessary adjustments to attain anticipated outcomes;
- Suggesting corrective action to emerging strategic and implementation problems; and
- Creating synergies and seeking agreement on similar programmes and projects by other donors.

## II.2 ROLE AND RESPONSIBILITIES OF STAKEHOLDERS

### *Role (and Priorities) of National Government (and related Ministries and Departments)*

In the pilot countries, the role of government (and related ministries and departments) has been integral in initiating the inter-agency joint programme on violence against women. Recognizing government stakeholders' role as crucial in not only initiating but also sustaining efforts in the longer run (via drafting of laws and policies on violence against women and/or on gender, including NAPs on violence against women, to ensure that resultant implementation is undertaken), the pilot countries have made a concerted effort to include key government ministries and departments by ensuring that:

- Key (and senior) government stakeholders are part of the multi-stakeholder teams/committees; and

- These stakeholders have equal roles and responsibilities – including drafting of multi-stakeholder joint programming proposals, delineation of resources (human, technical and financial) and resultant implementation of activities, based on comparative strengths/mandates – within the multi-stakeholder joint programme framework.

While efforts are underway in some of the pilot countries to work with the government to develop NAPs on violence against women, no pilot country has put such an action plan in place. However, all pilot countries have other operational frameworks in which roles and responsibilities of the government to address the issue are clearly demarcated. In many of these pilot countries, addressing violence against women is a national priority, as demonstrated by the existence of in-country relevant national plans/policies on gender or laws on violence against women.

Thus, to ensure sustainability of designed activities and accountability, all efforts are underway to align activities to these plans and policies as delineated under the multi-stakeholder joint programming proposals. For instance, Burkina Faso has just adopted a National Gender Policy and the multi-stakeholder joint programme is being implemented by the Ministry for the Promotion of Women. In Fiji, a revised Women's Plan of Action 2009-2018 has recently been developed by the government, which includes violence against women as one of the priority areas. Jamaica is finalizing the National Plan on Gender in line with the National Development Plan for Jamaica: Vision 2030. Moreover, the Jamaican Bureau of Women's Affairs – the lead implementing partner under the multi-stakeholder joint programme – has established a "Male desk" geared towards reaching men in preventing violence against women. In Jordan, the multi-stakeholder joint programme is under the umbrella of the National Framework for Family Protection. The Third Plan of Equal Opportunities in Paraguay is currently in effect and has a whole chapter focused on preventing gender-based violence. In the Philippines, the PCW's National Violence Against Women Documentation System is building on the Department of Social Welfare and Development's National Recovery and Reintegration Database (NRRD). Likewise, the PCW is responsible to ensure that working with men and boys to address issues of violence are an integral component of its mandate. In Rwanda, initiatives on addressing gender-based violence are undertaken via the Law on Prevention and Punishment of gender-based violence (2009) and its Policy and Strategic Plan which are currently being developed. Two technical working groups provide coordination of all interventions in the field of gender-based violence: (i) the Technical Working Group under the Ministry of Health which deals with all health-related aspects of gender-based violence; and, (ii) the Technical Working Group on a Multi-sectoral Approach to gender-based violence, a sub-group under the National Gender Cluster (which coordinates all interventions in the area of gender and women's empowerment in Rwanda) and that is co-led by the Ministry for Gender and Family Promotion and Deutsche Gesellschaft für Internationale Zusammenarbeit (GTZ)/UNICEF.

### ***Role and Responsibilities of Lead Coordinating Agency***

The multi-stakeholder team/committee designates a lead coordinating agency to coordinate the multi-stakeholder joint programme. In most cases, the agency that leads

the GTG of the UNCT leads and coordinates the joint programme. In some cases – for instance, the Philippines – both a lead coordinating agency (UNFPA) and a co-lead coordinating agency (UNICEF) has been appointed by the UNCT to deliver some key outputs.

Some factors that are taken into consideration while choosing a lead coordinating agency are:

- Recognition of the global leadership provided by the agency on violence against women and gender-based violence issues;
- Capacity in the country office to undertake coordination and monitoring functions;
- Existence of, and good relations with national partners, including non-traditional partners; and
- Demonstrated track record of in-country programming on violence against women and gender-based violence issues.

The lead coordinating agency assumes the coordination and monitoring role for the multi-stakeholder joint programme and is ultimately accountable to collate and report on the outcomes of the multi-stakeholder joint programme at the macro level. The lead coordinating agency can also be an implementing agency, responsible for leading and implementing an output as designated under the multi-stakeholder joint programming proposal. For instance, in Burkina Faso, Jordan, Kyrgyzstan, Paraguay, the Philippines and Rwanda, the lead coordinating agency also implements components of the multi-stakeholder joint programme, based on agency mandate and comparative advantage of addressing the issue and delivering on the output as designed in the multi-stakeholder joint programming proposal.

The lead coordinating agency assumes the following functions:

- Responsible, in conjunction with the lead implementing agency, for developing the joint consolidated multi-stakeholder joint programming proposal at the pilot country level as a member of the multi-stakeholder team/committee;
- Appoints designated dedicated staff to support the coordination of work on the multi-stakeholder joint programme;
- Manages joint programme resources to achieve the outcomes and outputs defined in the multi-stakeholder joint programming proposal;
- Establishes joint programme baselines to enable sound monitoring and evaluation;
- Establishes multi-stakeholder joint programme implementation modalities to ensure a cohesive, uniform and standardized approach to delivery of outputs;

- Integrates work plans, budgets, reports and other programme related documents and ensures that budget overlaps or gaps are addressed;
- Provides technical and substantive leadership regarding the activities envisaged in the multi-stakeholder joint programming proposal and provides technical advice to the lead implementing partner/sub-implementing partners;
- Establishes the communication and public information plans;
- Makes recommendations on re-allocation and budget revisions to the multi-stakeholder team/committee;
- Addresses emerging management and implementation problems;
- Undertakes overall monitoring and evaluation responsibilities;
- Establishes adequate reporting mechanisms in the multi-stakeholder joint programme; and
- Collates and reports on achievement of outputs to donors, including on emerging lessons learned.

### *Role and Responsibilities of Lead Implementing Agency*

The lead implementing agency is chosen by the multi-stakeholder team/committee to implement the multi-stakeholder joint programme, based on agency capacity, mandate and comparative advantage of working on the issue.

Two types of lead implementing agency roles have been observed:

- The lead implementing agency (often, a national government partner) – together with sub-implementing partners – is responsible for implementing the programme and reports back to the lead coordinating agency on progress in achieving outcomes. Thus, in Burkina Faso, the Ministry for the Promotion of Women is leading the implementation process, with technical support provided by UNFPA Burkina Faso. In Chile, the National Service of Women (SERNAM) is the lead implementing agency. In Jamaica, the lead implementing agency is the Bureau of Women's Affairs; in the

In **Rwanda**, UNFPA co-leads – together with UNICEF and UNIFEM – the multi-stakeholder joint programme under the framework of the “delivering as one” approach (and for which Rwanda is a pilot-country). UNFPA, UNIFEM and UNICEF mobilize resources jointly from the “One-United Nations” Fund for the multi-stakeholder joint programme, and interventions have been designed to ensure complementarity and harmonization of efforts for maximum impact: UNFPA deals with the medical aspects and issues of data collection; UNICEF contributes in the fields of psychosocial support and protection of girls; and UNIFEM ensures legal support to gender-based violence survivors.

country's National Development Plan, the Bureau of Women's Affairs is at the forefront of leading the strategic planning in this area, and has also been instrumental in the development of the National Gender Policy. In Yemen, the National Women Committee has been designated as the lead implementing agency.

- The other type of lead implementing agency role is one where sub-teams have been created (with a lead agency and sub-implementing partners) under each key output, to concentrate on delivering outcomes of the multi-stakeholder joint programme. Jordan, Kyrgyzstan, Paraguay, the Philippines and Rwanda follow this model of implementation. In such cases, the lead coordinating agency also assumes an implementing role under one/or a few key outputs (see *corresponding box on Rwanda*).

The lead implementing agency assumes the following functions:

- Responsible, in conjunction with the lead coordinating agency, for developing the joint consolidated multi-stakeholder joint programming proposal at the pilot country level as a member of the multi-stakeholder team/committee;
- Appoints designated dedicated staff to undertake implementation of work on the multi-stakeholder joint programme, under the designated outputs as delineated under the multi-stakeholder joint programming proposal;
- Aligns work plans, budgets, reports and other programme related documents and ensures that budget overlaps or gaps are reported on and addressed;
- Undertakes communication and public information activities;
- Makes recommendations on re-allocation and budget revisions to the lead coordinating agency;
- Addresses ongoing implementation problems;
- Undertakes monitoring functions;
- Collates and provides periodic reporting on results to the lead coordinating agency; and
- Identifies emerging lessons learned.

### ***Role and Responsibilities of Participating United Nation Organizations***

In most of the pilot countries, the multi-stakeholder joint programme is housed under the GTG of the UNCT (or another United Nations working group where no GTG exists) and the agency that leads/co-leads the GTG has been selected by the UNCT to assume the role of lead coordinating agency for the multi-stakeholder joint programme. In the case where the chair of the group was assigned to agencies on a rotational basis, the agency that leads the multi-stakeholder joint programme on violence against women



## United Nations Leadership Key in Initiating the Multi-stakeholder Joint Programmes

The role of the UNRC – as Chair of the UNCT – is critical in initiating the multi-stakeholder joint programme and ensuring sustainability of efforts. In all pilot countries, the UNRCs (or acting UNRCs) have expressed their support to the initiative, as envisaged by the UNRCs (or acting RCs), via delivering keynote addresses at the national multi-stakeholder workshops, chairing multi-stakeholder meetings, signing the multi-stakeholder joint programme proposals and so on. In pilot countries like **Kyrgyzstan**, the UNDP RC chairs the GTG and has been very involved with the initiation of multi-stakeholder joint programming process. The **Burkina Faso** UNRC announced his full support and cooperation to this joint programming initiative and has also urged UNCT colleagues to include this joint programme under the Burkina Faso UNDAF (the pillar relating to gender), once the programme proposal has been developed.

also changed (as in the case of Jordan) – this is seen as a positive contribution as agencies can take turns in assuming the lead coordinating role.

Also, as mentioned elsewhere in this document, in some pilot countries – for instance, the Philippines – United Nations organizations assume both a lead coordinating agency (UNFPA) and a co-lead coordinating agency (UNICEF) role. In others – for instance, Fiji – UNFPA is the lead agency but it worked closely with UNIFEM and other agencies to develop the joint programme, including committing resources (human and technical) for hosting the national multi-stakeholder workshop and to develop the multi-stakeholder joint programming proposal. In Kyrgyzstan, UNFPA and UNIFEM are the two agencies that have committed most funds for the implementation of the multi-stakeholder joint programme, with UNDP Kyrgyzstan providing significant support under its country gender programme. In Jordan, UNFPA, UNICEF, UNIFEM, WHO, UNDP, and UNHCR have all contributed to the multi-stakeholder joint programme in collaboration with the NCFA; the Council also contributed to the joint programme with government funds.

In Paraguay, UNFPA, UNDP and UNIFEM have committed senior-level technical staff towards the process.

Key responsibilities of United Nations agencies that are participating in this multi-stakeholder joint programme include:

- Participating as key stakeholders in the multi-stakeholder committee/team at all stages – this includes developing the consolidated multi-stakeholder joint programming proposal at the pilot country levels and provisioning of technical, operational and implementation support to the multi-stakeholder joint programme;
- As co-lead agencies or sub-implementing partners, United Nations organizations commit funds and other resources (human and technical) towards implementing the agreed-upon outputs as delineated under the multi-stakeholder joint programming proposal; and

## Contributions to United Nations Development Assistance Frameworks in some Pilot Countries

In **Burkina Faso**, the multi-stakeholder joint programme contributes to outcome 4 of the country's UNDAF that "aims to strengthen political, administrative, economic and local governance in the promotion and protection of human rights". In **Kyrgyzstan**, the multi-stakeholder joint programme's outcome and four outputs contribute to the country's UNDAF outcome B.1: "Good governance reforms and practices institutionalized at all levels by Government, CSOs and the private sector toward poverty reduction, protection of rights and sustainable human development". In the **Philippines**, the joint programme's outcome was aligned with the Good Governance Outcome Area under the current UNDAF (2005-2009 – now extended to 2010-2011). In **Rwanda**, the multi-stakeholder joint programme contributes to Outcomes 1 (on "Rule of Law") and 4 (on "Gender Equality") of the country's UNDAF.

- Together with sub-implementing partners, United Nations organizations are responsible for implementing the agreed-upon outputs as delineated under the multi-stakeholder joint programming proposal and reports back to the lead coordinating agency on progress in achieving outcomes.

Each participating United Nations agency sub-implements such agreed-upon outputs based on the agency's comparative capacity, mandate and expertise of working on the issue. A scan of pilot countries, however, reveals that in most countries, the current levels of staffing that are dedicated to initiating (and implementing) the multi-stakeholder joint programme are far from adequate. Funds available or committed at a sustainable level by United Nations agencies to implement some of the key activities as designed under the multi-stakeholder joint programming proposal have also been low, although in some countries funds from governments and donors have lent a modicum of sustainability to implementation efforts and for going on scale.

In some pilot countries – Burkina Faso, Kyrgyzstan and the Philippines, for instance – the multi-stakeholder joint programme has been integrated/aligned with the activities of the CCAs and resultant UNDAFs. In other pilot countries, such efforts are underway; this is contingent on the phase a pilot country is in related to developing the CCA and resultant UNDAF. It has been observed that it is far easier to integrate /align the activities under this multi-stakeholder joint programme to the CCA and resultant UNDAF if the particular pilot country in question is in the preparatory phase of such a country development planning process. Inclusion of this programme under the UNDAF would guarantee that individual United Nations agencies that work on this issue as part of their mandate could formally plan to implement violence against women activities under the joint programme and could also devote resources for subsequent programming.

### *Role and Responsibilities of Participating Civil Society Organizations*

In a multi-stakeholder joint programme, the participation and role of civil society as partners is vital in ensuring that outcomes as designed under the multi-stakeholder joint programming framework are met. As stakeholders with the most outreach and extensive programming experience at the local level, civil society plays a dual role by: (i) ensuring that government policies on the ground are being implemented by playing

the role of a catalyst, acting as lobby groups or pressure groups and demanding that policies be framed and implemented (including by playing an integral role in monitoring and evaluation); and, (ii) being implementer of policies on the ground, playing time-bound roles in collaboration and participation with the government. A concerted effort has thus been made to include CSOs as partners in the multi-stakeholder joint programme from the outset.

In most pilot countries surveyed, this role includes being a part of the multi-stakeholder team/committee that is responsible for developing the joint consolidated multi-stakeholder joint programming proposal at the pilot country levels and provisioning technical, operational and implementation support to the joint programme. A scan reveals that pilot countries have partnered with a multitude of CSOs, including, for instance, faith-based organizations (Mutakalim in Kyrgyzstan), advocacy organizations (MOVE in the Philippines) and women's networks (the Burkinabè Coalition for Women's Rights and the Network of Gender Associations in Burkina Faso), among others. In some pilot countries - like Fiji, for instance - it is a CSO (the Fiji Women Crisis Center) that developed the baseline assessment.

In sum, CSOs have the following responsibilities within the multi-stakeholder joint programme:

- Serve as key partners in the multi-stakeholder team/committee at all stages, with responsibilities from developing the consolidated multi-stakeholder joint programming proposal at the pilot country level to providing technical, operational and implementation support to the joint programme;
- Implement activities at local levels as a sub-implementing partner/s;
- Undertake advocacy and networking;
- Develop capacities of other co-partners that are implementing the multi-stakeholder joint programme activities; and
- Undertake periodic programme monitoring and provide periodic reporting on results to the lead coordinating agency.

# 3

## Resources

Availability of resources – human, technical and financial – is crucial for any programme to be successfully implemented. In the context of the Inter-Agency Task Force on Violence against Women multi-stakeholder joint programme in the pilot countries, such resources are especially critical to ensure that policies/laws/activities addressing violence against women are a part of/integrated into NAPs or policies on gender and/or on violence against women.

Joint programming may be the most effective vehicle for maximizing and increasing efficacy of financial, technical and human resources, as such programming helps in identifying resource gaps and addresses such gaps based on a participating stakeholder's comparative advantage and capacity of addressing the issue. In most pilot countries, financial, human and technical resources to initiate the multi-stakeholder joint programme has been forthcoming from the participating United Nations agencies, with government agencies pooling in with staffing and, in some cases, with material resources. In Jamaica, for instance, the implementation of the multi-stakeholder joint programme is based out of the Bureau of Women's Affairs. In Jordan, the NCFA has provided funds for the multi-stakeholder joint programme. In the Philippines, the Department of Justice provides the usage of office space (with the establishment of gender-sensitive rooms in three prosecutors' offices) and equipment to initiate some of the agreed-upon activities.

Some pilot countries have reported positively on how the integration of the multi-stakeholder joint programme within the CCA and corresponding UNDAFs has assisted in garnering resources for the programme and in ensuring its sustainability. It must be noted, however, that every country goes through a 5-year UNDAF cycle – hence, while some pilot countries are planning to take the opportunity of integrating the multi-stakeholder joint programme into the new UNDAFs that are being developed, others may have to undertake other resource mobilization initiatives to sustain the programme.

Moreover, in quite a few pilot countries, the programme has been facing implementation constraints due to lack of adequate staffing and financial resources at the level of participating United Nations and government agencies. Coupled with limited technical capacity of national stakeholders and limited availability of financial resources, multi-stakeholder joint programmes have to pool resources concertedly at all levels if implementation is to be undertaken with the purpose of demonstrating viable results on scale.

Finally, it must be noted that in some middle-income pilot countries, programming related to service-delivery initiatives may not require funding support from the United Nations; rather it requires a change in the manner in which the United Nations operates, by moving towards more effective delivery of capacity development support (both technical and policy/advisory support).

# 4

## A Focus on Capacity Development

Capacity development in its broader sense is critical for any initiative to remain sustained by endogenous structures, systems, institutions and locally available skill and knowledge sets. For an initiative to become self sustaining and viable beyond the intervention of external partners, capacity development is key. Yet, capacity development is more than a technical intervention. It is inherently political.

Participating United Nations agencies have identified developing capacities of key stakeholders as a crucial strategy at the inception stage of the implementation of the multi-stakeholder joint programme activities.

Early stakeholder consultations that included participating in the development of the baseline assessment in each pilot country and the in-country workshops ensured the political “buy-in” of multiple stakeholders and helped identify champions and change agents. These exercises also helped identify the distortions in incentives and other likely bottlenecks that may prove to be challenges to successful implementation of the programme.

Primarily, the lead coordinating agency and/or the lead implementer – in most cases, a United Nations agency – plays the key enabling role under the multi-stakeholder joint team/committee in this regard. Capacity development is targeted at skill building and learning, using a combination of trainings (for instance, training of trainers) and South to South learning programmes. Partners are facilitated to focus on effectively initiating activities as envisaged under the multi-stakeholder joint programme in a sustainable manner. In the future, some trainings will also include capacity development in developing and using monitoring and evaluation tools.

At the level of work with policy-makers/government stakeholders, such a strategy could entail developing capacities of concerned public officials so that they are better able to develop and implement policies and fulfill obligations in participatory collaboration with the United Nations and CSO partners.

At the organizational level, it is important to recognize that lynchpin ministries – in this instance, Ministries of Gender, Social Affairs or Health – hold custodianship of change processes and drive important reforms. Such ministries need to be supported not only

to improve their skills endowments, but also change business processes, relational capacities (how they perform and relate in a broader institutional context), coordination arrangements, leadership capacities, and capacities for communication and outreach that serve the needs of transparency and client responsiveness.

At the level of working with civil society, such a strategy involves building capacities of some CSOs to more effectively (i) advocate that laws and policies on gender and violence against women are passed and implemented, (ii) implement programmes with communities as participatory stakeholders, and (iii) assume monitoring and evaluation activities. All of this needs to play out in a context where capacity development interventions are also aimed to re-engineer government entities (ministries, public sector departments and offices) to be increasingly client responsive.

## 5

## Monitoring and Evaluation

Pilot countries will be reporting on progress of implementation of multi-stakeholder joint programming activities delineated in the multi-stakeholder joint programming proposals. Some of the existing joint programme documents reviewed contain in-depth M&E plans, including joint review of activities implemented (see box below).

### Monitoring and Evaluation under the Multi-stakeholder Joint Programme on Violence against Women

Pilot countries have designed monitoring and evaluation plans and institutionalized such plans by incorporating these in the multi-stakeholder joint programming proposal documents. Burkina Faso has included a participatory monitoring and evaluation framework in the multi-stakeholder joint programme proposal. In Jamaica, the chief implementing partner – the Bureau for Women’s Affairs – has assumed responsibility to assess programme delivery. Each partner is required to submit a progress report to the Bureau, and progress meetings are to be conducted to analyse and address gaps and challenges. A final evaluation will be conducted at the end of the programme and each partner is required to submit a final report, which must include testimonies from programme stakeholders. In Jordan, it was agreed with the national coordinating body – the NCF – that the monitoring of the multi-stakeholder joint programme will be within the already existing national monitoring mechanism for family protection, in coordination with the UN agencies involved. In Kyrgyzstan, the findings from the country baseline assessment undertaken in 2008 will be used as an important source for baseline data. However, additional needs assessment will be conducted, based on emerging needs (and if deemed necessary by the national multi-stakeholder team/committee). The documenting process will be provided through monthly (quantitative indicators) and quarterly (qualitative/narrative based) reports. By the end of the first year of programme implementation, self-assessed evaluations will be undertaken by programme partners. Additional monitoring will take place through quarterly monitoring trips to regions to assess the quality of implementation throughout the country. In the Philippines, a Steering Committee – chaired by the PCW and co-chaired by UNFPA and the Philippines UN Gender Mainstreaming Committee – has been formed. The progress of multi-stakeholder joint activities will be tracked by this Committee. The Philippines multi-stakeholder joint programme will also partner with a research center in an academic institution to document and evaluate programmatic interventions, using quantitative and qualitative research techniques. Such documentation will also hope to provide results-based reporting for knowledge generation and sharing. In Rwanda, annual monitoring progress reports submitted by the three coordinating agencies – UNFPA, UNICEF and UNIFEM – provides an in-depth overview of the activities conducted. Being a “One-United Nations” pilot country has made monitoring of the joint interventions easier in Rwanda.

Based on early indications, a few definitive lessons can be extracted about how to monitor the initiatives and extract optimal lessons going forward:



- First, M&E is a learning tool, and monitoring benchmarks must be built in early at the design stage.
- Second, M&E is most productive when it is used less as a compliance intervention and is more participatory and self-assessing in nature. Self assessment creates the “buy-in” referred to in the preceding section and yields lessons for improving efficacy and sustainability.
- Third, by design, an M&E regime facilitates the development of a baseline and indicators that can be monitored. This enables a systematic understanding of capacity development entry points and subsequently, a tracking of how progress is being achieved.
- Finally, robust M&E is good practice as it yields valuable policy lessons: e.g. whether violence against women interventions are having an impact and what can be done better, and what functions are wasteful and what ones need to be better resourced. It also yields monitoring data to external partners like the United Nations and donors, enabling a “compact of confidence” that such interventions are worth resourcing at the very top-end of budgetary priorities.

# 6

## Key Interim Lessons Learned and the Way Forward

United Nations agencies and national counterparts possess multiple capacities to initiate and implement multi-stakeholder joint programmes. While joint programming in the pilot countries is currently underway, pilot countries have identified some key interim lessons that can impact progress in initiating and implementing the multi-stakeholder joint programme. Such lessons include:

### *Building Consensus:*

Initiating multi-stakeholder joint programmes on violence against women can entail high-level interactions, complex negotiations and consensus-building to agree on multiple stakeholder joint programming and the joint programming agenda.<sup>8</sup> It may also entail higher transaction costs, especially when multi-stakeholder joint programmes are initiated on issues that are deemed sensitive in a particular country context. Therefore, building and nurturing trust among United Nations agencies and with the government and CSOs is essential and such processes take time. Moreover, support from senior management (for instance, the RC's support), from the GTG and from the highest levels of the government is imperative to initiate a multi-stakeholder joint programme. This has been demonstrated in all the pilot countries, wherein "buy-in" of senior management, from the GTG and from high-ranking government officials has been critical for the initiation of the programme, its resultant implementation and for ensuring sustainability.

Facilitating participation and "buy-in" is likewise critical to prevent the multi-stakeholder joint programme from simply reflecting the view of a dominant constituency and to ensure internationally accepted normative standards/norms relating to violence against women are voiced and acted upon.

### *Facilitating Coordination:*

Slow and time-consuming processes may hinder implementation on many fronts – for instance, stakeholders, especially United Nations staff, often participate in a large number of programme coordination groups, steering committees and thematic task forces that may affect their participation and contributions<sup>9</sup>. Coupled with limited staffing capacities, implementation can often pose a challenge. Building rewards into the system may be explored as a means to develop effective coordinating frameworks, as weak coordination

<sup>8</sup> See paper on "Delivering as one: strengthening the country-level response to gender-based violence", joint paper delivered at the Joint Meeting of the Executive Boards of UNDP/UNFPA, UNICEF and WFP, 15 and 18 January 2010.

<sup>9</sup> Ibid.

/communication structures hinder effective service delivery and reporting mechanisms and can lead to duplication of efforts.

### **Developing Capacities:**

Recognizing that “one size does not fit all”, responses to addressing issues of violence in middle-income countries, for example, may differ from those in the least developed countries. A number of pilot countries have reported that programming on violence against women, –particularly programming related to service-delivery initiatives, –may not require funding support from the United Nations but rather a change in the manner in which the United Nations operates, by moving towards more effective delivery of capacity development support (both technical and policy/advisory support).

At the same time, it is necessary to balance the need to “get the job done” versus investing in systems that – in the longer term – lend resilience and sustainability to a system. Such systems include strengthening ministries, improving coordination (both at the UNCT level and between participating multi-stakeholders), improving business processes within ministries, investing in leadership and skills, and encouraging participation of civil society. Therefore, it is important to make policy and investment choices that reflect more than the immediate imperative and focus on the longer term ability to carry the same mandate.

### **Investing in Monitoring and Evaluation:**

M&E serves its intended purpose best when it is used as a learning intervention as opposed to a compliance intervention. Self-assessments and participatory monitoring generate useful insights and identify entry points that can be leveraged for significant impact. All pilot countries have thus invested in M&E systems to ensure that gaps can be addressed and that data generated can be used for ensuring sustainability and replication on scale (see Section V for instances of various M&E frameworks developed by the pilot countries).

### **Ensuring Sustainability:**

Stakeholders in the pilot countries have voiced concerns about lack of human, financial and technical resources to initiate, implement and sustain the multi-stakeholder joint programme. Meagre resources for which participating agencies compete (or at times, the unavailability of resources to program) can prove a serious challenge. In such resource-scarce settings, it is important to build synergies – thus, in most pilot countries, financial, human and technical resources to initiate the multi-stakeholder joint programme have been forthcoming through pooling in the form of staffing, technical resources and material resources visible to initiate, implement and sustain the programme. Pilot countries are also planning to use the opportunity of integrating the multi-stakeholder joint programme in the UNDAFs, where feasible. A combination of some of these options can guarantee some degree of sustainability to multi-stakeholder joint programmes.

In conclusion, this preliminary appraisal of the initiation of multi-stakeholder joint programming on violence against women provides a pragmatic overview of using joint programming as an approach to maximize results and sustainability of efforts. Multiple skills, knowledge bases, relationships and capabilities should be leveraged and balanced, including: neutrality; universality; history of strong United Nations Conventions/declarations that address various rights issues; a relationship of United Nations agencies with host countries' governments and partner agencies that is based on mutual trust (including capacities to broker stronger partnerships between governments and civil society); strong collective technical knowledge/skills base which can contribute towards a multi-sectoral approach to addressing an issue; availability of international/regional technical resources; and a strong and well-capacitated national staff. All these contribute to joint programmers possessing the necessary strengths and qualifications to harmonize agendas and resources and to demonstrate the way forward in ensuring sustainability of such efforts.

It is important, however, to underscore that the evaluations of the pilot countries implementing the multi-stakeholder joint programme are to be undertaken to measure progress and address gaps and emerging challenges. Thus, while recognizing that the initiation/design phase of such programmes is not without its accompanying challenges, this initial review suggests that the joint programming approach is one that can yield efficient delivery of outputs and sustainable outcomes under the "delivering as one" agenda that the Paris Declaration and Aid Effectiveness Agenda has espoused.

## 7

## Annexure 1: Questionnaire Used for the Purposes of this Exercise

### QUESTIONNAIRE: INITIATING MULTI-STAKEHOLDER JOINT PROGRAMMING ON VIOLENCE AGAINST WOMEN

#### Purpose

The purpose of this questionnaire is to cull lessons from initiating multi-stakeholder joint programming on violence against women under the Inter-agency Task Force on Violence against Women in 10 select pilot countries. Such lessons could be used for the purposes of providing guidance for in-country stakeholders (UNCTs, government and civil society) that are commencing similar multi-stakeholder joint programmes. Please note that lessons learned from implementation of activities under the joint programme do not fall under the purview of this exercise.

#### General Instructions

The questionnaire is divided into 2 sections:

**Section 1** deals with the process involved in establishing multi-stakeholder joint programming teams, including stakeholder roles and responsibilities. Delineation of such roles and responsibilities are integral in setting up a multi-stakeholder joint programme.

**Section 2** touches upon the process of establishing the multi-stakeholder joint programme and the various components involved in setting up a programme of this scope and nature.

*Multi-stakeholders that are a part of the initiative in each country (the UN, government and civil society representatives) are the targeted respondents to this questionnaire.*

*There is no limit to the length of the completed questionnaire. So, please be as detailed in your responses as possible.*

## I. ESTABLISHMENT OF MULTI-STAKEHOLDER JOINT PROGRAMMING TEAMS

### I.1 *Composition of Multi-stakeholder Teams:*

Who are the main stakeholders in the multi-stakeholder joint programme on violence against women?

### I.2 *Role and Responsibilities:*

#### *Role and Responsibilities of Lead Implementing Agency*

- a. How was the lead implementing agency chosen? (Briefly describe the process involved.)

- b. What key role does the lead implementing agency –under the United Nations Country Team (UNCT) –play regarding:
  - i) Leadership?
  - ii) Coordination?
  - iii) Accountability?
  - iv) Fiscal Management? (Is the parallel funding or pooled funding mechanism used? Briefly describe why one mechanism was chosen over the other.)
- c. Does the lead implementing agency currently have designated staff working in the field that have background, experience and or knowledge in addressing issues of violence against women? If yes, how many? (Also please indicate level of staff.)
- d. How effective and integral are partnerships – *with other* United Nations organizations, government and civil society – to initiate multi-stakeholder joint programming? Please elaborate.

#### **Role (and Priorities) of National Government**

- e. To what extent is the issue of violence against women a national priority? For instance, is there a law to address issues of violence against women? Do data collection mechanisms exist to document violence against women?
- f. Does a National Plan of Action on gender or violence against women exist? If yes, what is the national government doing to implement it?
- g. Is there any effort being made by the national government to raise public awareness regarding this major human rights violation? If yes, please elaborate.
- h. Do special mechanisms exist to address the different needs of those vulnerable and marginalized groups of women affected by violence (for instance, trafficked women, migrant women, women affected/impacted by HIV and so on)? If yes, please elaborate.

#### **Role of Participating United Nation Organizations**

- i. Are the issues of violence against women addressed via the Gender Theme Group members in the UNCT? Are these issues addressed by other Theme Groups, too (for instance, the HIV/AIDS Theme Groups and so on)? Please elaborate.
- j. What is the level of cooperation among United Nations organizations in the multi-stakeholder joint programming initiative (based on their mandate of working on the issue)? Please elaborate (for instance, which organizations are involved and what is the nature of involvement and cooperation?)

- k. Do the United Nations organizations that are a part of the multi-stakeholder joint initiative currently have designated staff working in the field that have background, experience and or knowledge in addressing the issues of violence against women? If yes, how many and what is the level of staff?
- l. To what extent do the United Nations organizations help to facilitate the national government's National Action Plan in addressing issues of violence against women (if such a plan exists)?
- m. Is it imperative to obtain senior management support (for instance, the Resident Coordinator's support) to initiate such a programme? Please elaborate.

### **Role of Participating Civil Society Organizations**

- n. What is the role of civil society in collaborating on this initiative?
  - i) List the various types of civil society groups that are involved in programming on this issue and that are partners (for instance, women's groups, health organizations, religious groups and so on).
  - ii) In what way do they participate in the programme?

## **II. ESTABLISHMENT OF THE MULTI-STAKEHOLDER JOINT PROGRAMMING INITIATIVE**

### **II.1 Components of the Multi-stakeholder Joint Programming Initiative:**

- a. Referring to the *Steps in the Multi-stakeholder Joint Programming Initiative as stated under the Task Force website: [http://www.un.org/womenwatch/ianwge/taskforces/tf\\_vaw.htm](http://www.un.org/womenwatch/ianwge/taskforces/tf_vaw.htm)*, how integral/useful are these steps to initiating multi-stakeholder joint programming? Please note that you can only report on the first four steps, as the other two steps are not within the purview of this exercise.
  - i. Baseline assessment
  - ii. National multi-stakeholder workshop on multi-stakeholder joint programming
  - iii. Formation of multi-stakeholder joint national committee
  - iv. Stakeholders submit multi-stakeholder joint programming proposal
  - v. Implementation of multi-stakeholder joint programming activities
  - vi. Monitoring and Evaluation

## **II.2 Role of Capacity Development:**

- b. What type of support does the multi-stakeholder Joint National Committee provide to relevant stakeholders in developing the multi-stakeholder joint programme document? For instance, does the Committee provide technical support only to develop the multi-stakeholder joint programme document, or is their role envisaged to go beyond to provide ongoing advisory services (including assuming a monitoring and evaluation role and dissemination and advocacy role)?
- c. Is the lead implementing agency also responsible to provide ongoing technical and advisory support or is the role mainly to coordinate?

## **II.3 Resources**

- d. How important is the availability of resources (human, technical and financial) to initiate multi-stakeholder joint programming?
- e. Is long-term resource commitment necessary to initiate a programme of this scope and nature?

## **II.4 Monitoring and Evaluation**

- f. Have mechanisms been put in place to monitor the effective implementation and enforcement of the multi-stakeholder joint initiatives on violence against women using a participatory framework that hinges on accountability of stakeholders?

## **II.5 Challenges in Developing Multi-stakeholder Joint Programmes**

- g. How successful is the initiative in reflecting and incorporating governmental national priorities in the multi-stakeholder joint programming proposal?
- h. Has the initiative been successful in developing a model that has been replicated/ can be replicated on scale?
- i. What is the added value for the United Nations “to deliver as one” on this issue in the country, in light of the Paris Declaration and the Aid Effectiveness agenda?
- j. Please list any other challenges encountered on initiating a multi-stakeholder joint programming initiative on an issue that is often deemed sensitive in the local context. Have steps been taken to address some challenges encountered? If yes, please elaborate.



## Annexure 2: Questionnaire Used for the Purposes of Conducting the Baseline Assessment on Violence against Women in the Pilot Countries



**THE BASELINE ASSESSMENT SHOULD COVER THE FOLLOWING INDICATIVE AREAS AND ADDRESS THE ISSUES UNDER THESE AREAS TO THE EXTENT POSSIBLE:**

### **1. Forms and Incidences of Violence against Women:**

- i. What forms of violence against women are prevalent in the country?
- ii. Are women and girls more impacted by violence?
- iii. Do women who belong to vulnerable and marginalized groups (ethnic and indigenous minorities, people living in remote and interior areas, internally displaced groups, migrants, for instance) suffer more from violence?

### **2. Policy and Legislative Framework:**

- i. Is the country a signatory to various international conventions and treaties? If so, does the country submit periodic reports to the CEDAW Committee and other Committees (like the CRC Committee)?
- ii. What national laws and policies are in place to address issues of gender violence against women? Does the country have a national action plan to combat violence against women?

### **3. Stakeholders Involved:**

- i. What are the main governmental stakeholders (i.e. various line Ministries and their related public sector departments) that work on addressing issues relating to violence against women?
- ii. Is the judicial system and related law enforcement agencies – the police, for instance – in the country active in addressing issues of violence against women? Have any landmark judgments been made?

- iii. Which are the main UN agencies that have on-going programmes that specifically target violence against women?
- iv. Who are the main civil society actors – national and international non-governmental organizations, community-based organizations, trade unions, teachers associations, media, etc – that work on or address issues of violence against women?

#### **4. Resources Available:**

- i. What form of resources in terms of financial/budgetary allocations have the identified line Ministries and their related public sector departments earmarked and used for implementing programmes on violence against women?
- ii. What are the allocations in terms of human, technical and managerial resources that the above agencies have in place for programmes on violence against women?
- iii. What are the financial allocations that UN agencies have earmarked for specific programmes on addressing violence against women? What are the technical and human resources allocated for the above?
- iv. What have been some of the main areas of cooperation and collaboration between the governmental/public sector, the UN agencies and civil society in working on violence against women issues? What are the avenues for future collaboration?

#### **5. Capacities to Address Issues Related to Gender-based Violence:**

- i. What are the constraints that prevent the various identified public sector agencies, the UN and civil society from addressing issues on implementing programmes on violence against women?
- ii. What are the capacity gaps of identified stakeholders that need to be strengthened to more effectively implement such programmes?
- iii. What are some of the strategies required to develop such capacities?



The Members of the Inter-Agency Task Force on Violence against Women are: Division for the Advancement of Women (DAW-now part of UN Women), International Labour Organization (ILO), International Organization for Migration (IOM), Office for Coordination of Humanitarian Affairs (OCHA), Office of the High Commissioner for Human Rights (OHCHR), Office of the Special Advisor on Gender Issues and Advancement of Women (OSAGI - now part of UN Women), Regional Commissions New York Office (represented by RCNYO), UN Action Against Sexual Violence in Conflict, United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), UN Habitat, United Nations Development Fund for Women (UNIFEM - now part of UN Women), United Nations Office for Drug Control (UNODC), World Health Organization (WHO) and the World Bank.



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